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ANNUAL REPORT

BOARD FOR  
VOCATIONAL EDUCATION

DIVISION OF REHABILITATION

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BY  
Executive Officer  
FRANCIS G. BLAIR  
Superintendent of Public Instruction  
ILLINOIS—1931



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**ANNUAL REPORT**  
**BOARD FOR VOCATIONAL EDUCATION**  
**Division of Rehabilitation**  
**Year ending June 30, 1931.**

November 1, 1931.

To HIS EXCELLENCY, LOUIS L. EMMERSON,  
*Governor, State of Illinois.*

The Board for Vocational Education herewith presents its annual report for the Division of Rehabilitation in compliance with the provision of the State law.

The year just ended held much discouragement and many difficulties owing to economic conditions, however, the Division succeeded in rehabilitating and placing in remunerative employment, a larger number of disabled people than in any year since the inception of the work. Only the lack of sufficient funds with which to prepare applicants, prevented a still larger number being placed.

In November of 1930, it became apparent that the available funds would not meet the demands being made upon the Division for service, and it became necessary to discontinue the acceptance of new cases and by the end of the year there was an accumulation of approximately four hundred applications on file that could not be served during the year.

Efforts were made to secure funds from relief agencies with which to provide the necessary services to a number of handicapped persons to prepare them for jobs that had been secured and were waiting for them, but the agencies appealed to declined to give any assistance on the ground that this service was being offered by the Government and the State, supported by appropriations from the public treasury and therefore the Division should look to this source for its funds.

It was demonstrated to the Unemployment Commission and other relief agencies that many unemployed handicapped persons could be placed in remunerative employment at a service cost less than required to provide food and shelter for them from charity funds. Many of these cases were actually receiving financial aid from relief agencies, friends or relatives. All were anxious to work, bona fide jobs were in waiting, but the Division could not rehabilitate them and no other agency would.

When in any year it is necessary to discontinue the acceptance of new cases for any length of time such as was the case last year, it materially retards the program and places a heavy load on the Division at the beginning of the new year when an attempt is made to accommodate the carry-over or waiting list as well as the current applications with the result that available funds are soon exhausted.

The last legislature granted a substantial increase in the State appropriation which it is thought will be fully matched by the Federal Government under the Cousens Amendment to the Federal Act. This additional money is a great help but it is now apparent (Oct. 1, 1931) the amounts available will be far short of the needed amount, and that rehabilitation service will soon have to be withheld from new applicants.

The services rendered by the Division fall into six major classifications, namely, Vocational Guidance, School Training, Employment Training, Other Training, Physical Reconstruction, Artificial Appliances and Placement.

A rehabilitation program may consist of any combination of these services, however, no program can be completed with less than two of them; the service of guidance and placement are present in all programs.

Physical reconstruction involving surgery and hospitalization are not legal expenditures from Federal or matching funds and must be secured from some other source.

At the beginning of the year there was a live roll of 810—during the year 702 new applicants were inducted into rehabilitation programs, making a total of 1,512 who received the attention of the Division during the year. Five hundred and twenty were rehabilitated and placed. Two hundred and nine were closed without completing their programs. The live roll at the end of the year was 783 with about 400 applicants on the waiting list.

## STATISTICAL REPORT.

TABLE NO. 1.

(From the Report to the Federal Board.)

SECTION II—CLASSIFICATION OF CASES REHABILITATED DURING FISCAL YEAR ENDED JUNE 30, 1931.

Number rehabilitated by each method.	Guid- ance, school train- ing, and place- ment.	Guid- ance, employ- ment, train- ing, and place- ment.	Guid- ance, other train- ing, and place- ment.	Guid- ance, physical recon- struc- tion, and place- ment.	Guid- ance, artificial appliance, and place- ment.	Guid- ance, and place- ment.	Total.
	A	B	C	D	E	F	
<b>Sex—</b>							
1. Males.....	156	15		1	184	73	429
2. Females.....	39	17		0	17	18	91
3. Total, 1 and 2.....	195	32		1	201	91	520
<b>Age—</b>							
4. Under 21.....	105	19		0	23	8	155
5. 21-30.....	70	7		0	45	30	152
6. 31-40.....	16	4		0	43	18	81
7. 41-50.....	4	1		0	45	21	71
8. 51 and over.....	0	1		1	45	14	61
9. Age unknown.....	0	0		0	0	0	0
10. Total, 4 to 9, inclusive.....	195	32		1	201	91	520

TABLE NO. 1—Continued.

## SECTION II—CLASSIFICATION OF CASES REHABILITATED DURING FISCAL YEAR ENDED JUNE 30, 1931

Number rehabilitated by each method.	Guidance, school training, and placement.	Guidance, employment training, and placement.	Guidance, other training, and placement.	Guidance, physical reconstruction, and placement.	Guidance, artificial appliance, and placement.	Guidance, and placement.	Total.
	A	B	C	D	E	F	G
<b>Origin of Disability—</b>							
11. Employment accident.....	14	6	—	0	46	25	91
12. Public accident.....	64	5	—	1	113	19	202
13. Disease.....	100	14	—	0	41	43	198
14. Congenital.....	17	7	—	0	1	4	29
15. Total, 11 to 14, inclusive.....	195	32	—	1	201	91	520
<b>Nature of Disability—</b>							
16. Hand.....	5	3	—	0	3	10	21
17. Hands.....	1	0	—	0	2	0	3
18. Arm.....	19	0	—	0	7	3	29
19. Arms.....	2	0	—	0	0	1	3
20. Foot.....	1	1	—	0	5	4	11
21. Feet.....	1	2	—	0	4	0	7
22. Leg.....	88	10	—	0	150	17	265
23. Legs.....	14	9	—	1	24	4	52
24. Multiple.....	13	1	—	0	3	5	22
25. Head.....	1	0	—	0	0	1	2
26. Cardiac.....	4	1	—	0	0	5	10
27. Vision, partial.....	6	0	—	0	0	6	12
28. Vision, total.....	2	0	—	0	0	1	3
29. Hearing, partial.....	5	0	—	0	0	11	16
30. Hearing, total.....	7	1	—	0	0	8	16
31. T. B. (pulmonary).....	5	0	—	0	0	2	7
32. Back.....	14	0	—	0	1	8	23
33. Miscellaneous.....	7	4	—	0	2	5	18
34. Total, 16 to 33, inclusive.....	195	32	—	1	201	91	520
<b>Schooling—</b>							
35. None.....	—	—	—	0	3	3	6
36. Grades 1-6.....	9	3	—	0	58	14	84
37. Grades 7-9.....	75	21	—	1	95	38	230
38. Grades 10-12.....	85	8	—	0	29	24	146
39. Other.....	26	0	—	0	16	12	54
40. Total, 35 to 39, inclusive.....	195	32	—	1	201	91	520

## SECTION III—SERVICES RENDERED THE REHABILITATED GROUP.

	Vocational guidance.	School training.	Employment training.	Other training.	Physical reconstruction.	Artificial appliance.	Placement.	Maintenance.	Compensation service.	Other service.	Total service.
	A	B	C	D	E	F	G	H	I	J	K
<b>Rehabilitated—</b>											
1. With training.....	227	195	32	7	8	36	227	12	1	22	767
2. Without training.....	293	3	4	2	4	201	293	0	3	12	815
3. Total.....	520	198	36	9	12	237	520	12	4	34	1,582

TABLE NO. 1—Concluded.  
SECTION IV—LIVE ROLL OF CASES AT END OF FISCAL YEAR, JUNE 30, 1931.

	Number of cases.
1. Surveyed, rehabilitation plan not made.	39
2. Rehabilitation plan made.	257
3. In process of preparation for employment.	437
a. In preparation status (other than training).	38
b. In training status.	399
4. Awaiting employment.	50
5. In employment, being followed up.	0
6. Total.	783

SECTION V—NON-REHABILITATION CLOSURES.

Not accepted for rehabilitation service.	Number of cases.	Rehabilitation service not completed.	Number of cases.
1. Not eligible.	54	1. Died.	13
2. Not susceptible.	27	2. Left state.	13
3. Service declined.	24	3. Discontinued.	27
4. Referred to other agency.	0	4. Lost contact.	16
5. Other reasons.	25	5. Other reasons.	10
6. Total.	130	6. Total.	79

Total all non-rehabilitants, 209.

SECTION VI—SERVICES RENDERED INCOMPLETED GROUP REPORTED IN SECTION V.

	Number receiving.
1. Vocational guidance.	79
2. Physical reconstruction.	1
3. Artificial appliance fitted.	12
4. School training.	42
5. Employment training.	3
6. Other training.	1
7. Maintenance.	6
8. Compensation adjusted.	2
9. Other service.	10
Total services rendered.	156

To get an idea of the work involved in rendering the required service to the handicapped, an accurate record is kept by each agent of his activities and is reported to the central office each week. These reports cover their personal calls and visits but do not account for the work done by correspondence and telephone.

TABLE NO. II.

Number of calls on new applicants and trainees.	5,277
Number of calls on training agencies.	1,924
Number of calls on employers.	1,442
Other calls.	3,144
Towns visited.	2,695
Total.	15,211

FINANCIAL REPORT.

This report shows the amount of funds available and the expenditures from these funds itemized. The administrative cost is slightly more than eight per cent of the total cost; ninety-two per cent of the money actually goes into rehabilitation costs.

If it is assumed that the entire expenditure for the year is expended on the cases rehabilitated—520, the per capita would be \$384.50. If it is assumed that the entire expenditure should apply to both rehabilitated and non-rehabilitated—729, the per capita is \$249.50, or if the entire expense is applied to the entire number—1,512 that received the attention of the Division within the year, the per capita is reduced to \$127.00.

The above figures are rather speculative in as much as they are based on the assumption that all of the cases were inducted, prepared and closed within the year which is not the fact. As stated in the statistical report, 810 cases were carried over from the year before and money had been spent on them that year, some were about through their programs and others had just begun, then, too, 702 new cases were inducted during the year. A few of this number finished their courses but many of them were carried over into the next year.

Individual cost records are kept and the total cost other than administrative for the 520 rehabilitated cases was \$106,315.45 or an average of \$204.45 each.

A total of \$10,238.63 was spent on the 209 who were closed without completing their rehabilitation programs. This gives an average of \$49.47 each and represents the loss which is 8.7 per cent.

(From the Report to the Federal Board.)

SECTION II—SUMMARY STATEMENT OF FEDERAL, STATE, LOCAL, AND OTHER FUNDS AVAILABLE FOR VOCATIONAL REHABILITATION, AND OF AMOUNTS EXPENDED AND UNEXPENDED, FOR THE FISCAL YEAR ENDED JUNE 30, 1931.

Funds.	Amount available for fiscal year.			Amount unexpended June 30 (close of fiscal year) (C minus D).	
	Balance brought forward from preceding year.	New funds available in fiscal year.	Total A plus B.		
			A	B	C
1. Allotment of Federal money -----	None	\$98,395.26	\$98,395.26	\$95,410.83	\$2,984.43
2. State appropriations*-----	\$222.90	94,000.00	94,222.90	94,040.00	182.90
3. Local appropriations†-----	None	5,000.00	5,000.00	2,490.00	2,510.00
4. Total contributions from private sources-----					
Total-----	\$222.90	\$197,395.26	\$197,618.16	\$191,940.83	\$5,677.33

\* Include all State appropriations for rehabilitation purposes.

† The amount under the heading of Local Appropriations is money expended by the State Department of Labor in support of the Central Placement Bureau, a Division under the Department in the Free Employment Service. This Bureau engages in the placement of handicapped persons into suitable employment. The amount of \$5,000.00 per year has been determined as matchable by Federal funds for rehabilitation. \$5,000.00 from this source was available for the year but the co-operative agreement between the Bureau and State Division of Rehabilitation did not become effective until January 1, 1931, therefor, only approximately one-half of the available amount was used during the year.

Under Salaries and Travel of Supervisor and Assistant Supervisor, it is estimated that  $\frac{1}{4}$  of the Supervisor's time is given to administrative duties and  $\frac{3}{4}$  to case production, and that the Assistant Supervisor gives  $\frac{1}{2}$  of his time to administrative work and  $\frac{1}{2}$  to case production.

Illinois has increased its appropriation from \$94,000.00 to \$126,200.00 per year but with the rapidly growing number of applicants received by the Division, this amount when matched by the Federal Government, will be far short of enough to meet the demands made on the Division for services.

## SECTION III—CLASSIFICATION OF EXPENDITURES FROM ALL FUNDS FOR VOCATIONAL REHABILITATION, FOR THE FISCAL YEAR ENDED JUNE 30, 1931.

Classification of expenditures.	Amount.	
	Items.	Total.
1. Administrative <sup>1</sup>		\$15,586.79
a. Salary of director	None	
b. Salaries of supervisors	\$ 3,900.00	
c. Salaries of clerical assistants	6,529.00	
d. Travel of director and supervisors	1,446.10	
e. Communication	1,356.38	
f. Printing	456.04	
g. Supplies—administrative	312.69	
h. Rent, light, and heat	1,562.95	
i. Miscellaneous—general	23.63	
2. Case production and service		175,234.11
a. Salaries of supervisors and rehabilitation agents	34,788.74	
b. Travel of supervisors and rehabilitation agents	11,642.17	
c. Tuition, educational institutions	59,653.43	
d. Tuition, commercial, and industrial establishments	2,040.38	
e. Tuition, correspondence	789.80	
f. Tuition, tutorial	254.00	
g. Instructional supplies and equipment	12,585.84	
h. Travel of trainees	1,211.88	
i. Artificial appliances	45,483.31	
j. Physical examinations	10.00	
k. Other case production expenditures	6,774.56	
3. Total of 1 and 2		\$190,820.90
4. Expenditures not covered by rehabilitation act: Such as—		
a. Administrative equipment	\$808.48	
b. Artificial appliances	175.00	
c. Office typewriter rental and other	136.45	
		1,119.93
5. Total of 3 and 4		\$191,940.83

<sup>1</sup> The salary paid a director is regarded as administrative expense. Where a supervisor devotes part of his time to administration, both his salary and travel should be prorated in like proportion.

## ECONOMIC ANALYSIS OF THE 520 CASES REHABILITATED.

To determine the economic value of rehabilitation service, the Division makes a careful investigation into the applicant's earning capacity before injury, also after injury and before rehabilitation, then, after rehabilitation.

The group had a collective annual earned income of \$277,410.48 before injury which dropped to \$68,588.40 after injury; a loss of \$208,822.08 and was restored to \$538,561.56 per year after rehabilitation. Thus it can be seen that the group earns \$261,151.08 more per year after rehabilitation than it did in its original normal condition, and \$469,973.16 per year more than while in its dishabilitated condition.

With an overhead or administrative cost of 8 per cent the total cost for this group would be \$124,820.69, leaving a net gain of \$345,152.47 the first year. It is conservatively estimated that the productive expectancy of the group is 20 years.

Unemployment has been a perplexing problem for public officials and organizations interested in the public welfare of the nation and state for many months. The Division of Rehabilitation has been confronted with the same difficulties in making placements as other

agencies except that in addition to the usual scarcity of jobs its clients are handicapped, thus making it doubly hard to find employment for them, but regardless of this condition, the Division of Rehabilitation succeeded in placing more people in jobs than in any preceding year, and rendered the maximum service possible with the funds and facilities available.

The success of the Division in placing these handicapped persons no doubt is due to the fact that rehabilitation always deals with unemployment. It is confronted with this situation at all times rather than just in emergencies such as exist now.

The year ending June 30th, 1931, was the close of the 10th year for rehabilitation in Illinois, and it seems fitting at this time to check up and see what has been done with this new enterprise. It should be borne in mind that in the beginning there was no experience to be drawn upon for guidance and it was necessary that the Board proceed slowly in organizing the work, consequently, the first two or three years were spent largely in getting the work well under way. Both the State and the Federal Boards were eager to establish the work on a sound practical basis and conservatism rather than extravagance was the cardinal rule. As a result of this policy, relatively few cases were rehabilitated during these first years. However, as experience was gained and the work became better known and understood by the public and the workers in the Division, it grew and expanded consistently from year to year until the maximum service that could be rendered with the funds and facilities provided was reached.

The first year's work resulted in 7 rehabilitations and the 10th year, 520. During the ten year period, 6,194 cases have been reported to the Division, 6,131 of these have been investigated and their eligibility and susceptibility passed upon. Three thousand one hundred and twenty-eight have been rehabilitated and placed into remunerative employment. Two thousand two hundred and twenty have been closed without rehabilitation. This group consists of those who were not eligible or susceptible, were not interested, who have left the State, died or failed, making a total of 5,348 of the reported cases disposed of.

There was, on June 30th, 1931, a live roll of 783 who were in some process of rehabilitation or were approved and awaiting their turn—leaving 63 to be investigated.

Below is shown the distribution of cases by counties. It appears from this table that some counties get more service than others of about equal size; this is accounted for largely by the fact that in some locations more local interest is manifested in reporting cases than in others.

County.	Reported.	Rehabilitated.	Closed—other.
Adams	16	5	11
Alexander	58	20	38
Bond	14	3	11
Boone	5	1	4
Brown	8	5	3
Bureau	34	24	10
Calhoun	1	0	1
Carroll	6	4	2
Cass	11	4	7
Champaign	61	35	26
Christian	43	21	22
Clark	9	3	6
Clay	6	2	4
Clinton	5	1	4
Coles	70	46	24
Cook	2,468	1,611	857
Crawford	10	4	6
Cumberland	10	6	4
DeKalb	1	0	1
DeWitt	5	3	2
Douglas	18	9	9
DuPage	16	7	9
Edgar	68	36	32
Edwards	9	3	6
Effingham	17	4	13
Fayette	15	7	8
Ford	5	3	2
Franklin	137	39	98
Fulton	10	5	5
Gallatin	22	7	15
Greene	3	2	1
Grundy	7	3	4
Hamilton	14	4	10
Hancock	2	1	1
Hardin	7	1	6
Henderson	1	0	1
Henry	20	13	7
Iroquois	39	34	5
Jackson	25	6	19
Jasper	10	1	9
Jefferson	25	6	19
Jersey	1	0	1
JoDaviess	6	5	1
Johnson	8	2	6
Kane	29	16	13
Kankakee	27	18	9
Kendall	4	1	3
Knox	25	13	12
Lake	13	4	9
LaSalle	93	65	28
Lawrence	12	5	7
Lee	26	16	10
Livingston	12	9	3
Logan	13	11	2
McDonough	21	9	12
McHenry	6	3	3
McLean	65	44	21
Macon	86	68	18
Macoupin	41	22	19
Madison	67	25	42
Marion	46	20	26
Marshall	5	4	1
Mason	6	4	2
Massac	21	14	7
Menard	3	1	2
Mercer	6	4	2
Monroe	2	2	0
Montgomery	32	8	24
Morgan	15	12	3
Moultrie	14	7	7
Ogle	12	9	3
Peoria	105	81	24
Perry	19	5	14
Piatt	10	7	3
Pike	8	4	4
Pope	18	7	11
Pulaski	17	9	8
Putnam	2	2	0
Randolph	10	1	9

County.	Reported.	Rehabilitated.	Closed—other.
Richland	17	7	10
Rock Island	86	51	35
St. Clair	86	33	53
Saline	189	65	124
Sangamon	240	158	82
Schuylerville	5	0	5
Scott	2	2	0
Shelby	27	12	15
Stark	3	2	1
Stephenson	17	13	4
Tazewell	22	13	9
Union	15	5	10
Vermilion	126	82	44
Wabash	8	2	6
Warren	5	3	2
Washington	4	1	3
Wayne	5	3	2
White	18	7	11
Whiteside	33	26	7
Will	71	52	19
Williamson	95	31	64
Winnebago	48	29	19
Woodford	9	5	4
Total of reported cases closed	5,348	3,128	2,220
Live roll, June 30, 1931	783	-----	-----
Total cases investigated	6,131	-----	-----
Applications pending	63	-----	-----
Total cases reported	6,194	-----	-----

Respectively,

F. G. BLAIR,  
Executive Officer,  
Board for Vocational Education.

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